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ABSTRACT

This document was prepared to serve as the main working paper for the UNESCO First International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport, and identifies problems and trends of physical education in relation to the field of education in general. The document is divided into four chapters, examining: (1) the present situation of physical education and sport; (2) actions that might be recommended by the concept of life-long education and sport in education for increasing the role of physical education and sports as a whole; (3) steps that might be considered to solve problems existing at the national level; and (4) aspects of regional and international cooperation viewed as a means of contributing to the improvement of physical education and sport. Supporting documentation for the document was drawn largely from replies by member governments to a questionnaire sent by UNESCO concerning present conditions and trends in the field of physical education and sports at the national and international level. (MB)

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Unesco House
5-10 April 1976

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FOREWORD

1. This document is intended to serve as the main working document for the First International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport, organized in conformity with resolution 18 C/5: 1.222.1 (e) (i) in order "to discuss the rôle of physical education and sport in the education of young people in the context of life-long education". The document takes the fullest possible account of the suggestions put forward by a preparatory meeting of experts which was held in Liège (Belgium) from 16 to 21 December 1974. It draws very largely on replies by governments to a questionnaire sent out by Unesco to Member States in July 1975.

2. At the time of drafting this document, 42 replies had been received by the Secretariat, which takes this opportunity to express its gratitude to the governments concerned for the invaluable information thus supplied. When more replies have reached the Secretariat, it is hoped that a reference document may be drawn up for the purpose of examining and analyzing all the data received.

3. This document further takes into account some of the views expressed in a series also undertaken by the following with a view to the preparation of the Conference: the International Society of Sports Psychology; the Association for the Anthropological Study of Play; the Philosophic Society for the Study of Sport; the International Council on Health, Physical Education and Recreation (ICHPER); the International Committee for Sociology of Sport; and the International Council of Sport and Physical Education.

4. Despite the efforts expended to collect the necessary information, the fact must be admitted that the Secretariat of Unesco, whose experience in the field of physical education has been brief and which is organizing a conference of ministers and senior officials in this field for the first time, cannot claim to have assembled sufficient documentation and information to deal fully with such a subject. This document, therefore, should not be regarded as purporting to give an overall view of the present world situation of physical education and sport in all its complexity, and still less as an attempt to offer solutions. Its sole aim is to try to identify certain problems and trends, examining them against the background of the general changes occurring in the field of education and the new functions now assigned to it.

5. The plan of the document therefore adheres strictly to the list of items on the Provisional Agenda. The first chapter deals with the present situation of physical education and sport. The next chapter seeks to define certain courses of action which might be recommended by the concept of life-long education as ways of increasing the rôle to be played by physical education and sport in education as a whole. The third chapter reviews some steps which might be considered in order to solve the problems found to exist at national level. The last chapter is devoted to certain aspects of regional and international co-operation viewed as a means of contributing to the improvement of physical education and sport.

6. If this document can help to facilitate discussion on problems of obvious importance to the international community in its quest for a better kind of education, then it will have attained its objective.

INTRODUCTION

7. As stated above, Unesco's activities in the field of physical education and sport and more particularly of physical education proper have been limited in scope and number, although the interests of the Organization in this area can be traced back as far as 1952 when the General Conference at its seventh session authorized the execution of "an enquiry among Member States and appropriate international organizations with a view to submitting to the General Conference, as part of the Draft Programme for 1955-1956, a detailed proposal for action to be taken by Unesco to assist in the development and improvement of athletic sports for educational purposes".

8. In 1956 the results of a comparative study were published under the title "The Place of Sport in Education - A Comparative Study" (Educational Studies and Documents No. 21). Three years later Unesco published a second document entitled "Physical Education Official Primary and Secondary Programmes" (Educational Abstracts, Vol. XI, No. 2, February 1959).

9. In August 1959, Unesco co-operated with the Government of Finland in organizing an international conference on the "Contribution of Sports to the Improvement of Professional Abilities and to Cultural Development" at Helsinki. Delegates of 38 countries assembled to discuss such issues as "sport and work", "sport and culture" and "sport and international understanding". This Conference may be considered a landmark as it was the first time that an international forum expressed the contention "sport is an integral part of modern culture and has important tasks to fulfil in education". Among the recommendations made at this Conference was one of prime importance which asked for "the establishment of a representative permanent body consisting of international sport organizations, educational and research institutions and qualified scientific experts under the auspices of Unesco and working with the appropriate United Nations Organization's Specialized Agencies to continue the work started by this Conference".

10. In 1963 Unesco assisted the International Council on Health, Physical Education and Recreation in the compilation and publication of the first comparative reports affecting the teaching profession, "The Status of Teachers of Physical Education", "Teacher Training for Physical Education" and "Physical Education and Games in the Curriculum". In 1969, Unesco supported the International Council of Sport and Physical Education in undertaking a pilot project called "A Co-operative Study in Educational Planning for Physical Education, Health and Recreation for School Age Youth In and Out of School" in Chile.

11. In addition, Unesco has co-operated with the Governments of Member States by providing consultant services or materials for consultation or assistance in the organization or reorganization of physical education and sport programmes.

12. In 1966 the General Conference of Unesco recommended that efforts should be continued in priority sectors of the educational programmes conducted by this Organization. It might be considered an early indicator of Unesco's interest in life-long education that at that time a decision was made to pay particular attention to physical education and sport within a framework of out-of-school education for young people.

13. In co-operation with the International Council for Sport and Physical Education and its members, Unesco has either directly or indirectly co-operated in the organization of various conferences and workshops concerned with aspects of physical education and sport. Among these may be listed:

Baron de Coubertin Centennial Anniversary Conference, Paris, 1963;

Conference on Leisure-time and Recreation, Havana, 1965;

International Conference on Sport and Education, Mexico City, 1968;

Seminar on Sport for All, Bucharest, 1969;

Seminar on Participation of Youth in the Management, Administration and Organization of Sport, Liège, 1970;

Seminar on the Contribution of Sport to the Construction of Modern Africa, Rabat, 1971;

First Meeting of Experts Concerning the Organization of a Sports Ministers' Conference, Cairo, 1971;

First Seminar on Mass-media, Sport and International Understanding, Paris, 1971;

First Andean Regional Seminar on Physical Education and Recreation as Factors of Change, Cali, 1972;

Unesco Day at the Scientific Congress, Munich, 1972;

International Seminar on African Sport and Physical Education, Lagos, 1973;

Seminar on the Rôle of Sport in Education of Youth, Warsaw, 1973;

Second Seminar on Mass-media, Sport and International Understanding, London, 1973;

Sport in Modern Society, Scientific Congress, Moscow, 1974.

14. Other indications of Unesco's concern for properly conducted programmes for physical education and sport may be found in the sponsorship of many publications affecting these areas. Among these:

1960 The Concern of Local Authorities with Adult Education and Sport;

1960 Sport, Work, Culture. Proceedings of the International Conference on the Contribution of Sports to the Improvement of Professional Abilities and to Cultural Development, Helsinki, 1960;

1963 Baron the Coubertin - Centennial Anniversary;

1968 Declaration on Sport;

1968 Sport and Education, Conference Report, Mexico City;

1970 Recommendations en Faveur du "Sport pour Tous";

1970 Participation of Youth in the Management, Administration and Organization of Sport;

1971 Sport et Developpement - Bibliographie Selective;

1971 Mass-media, Sport and International Understanding;

1971 La Contribution du Sport a la Construction de l'Afrique Moderne, Conference Report, Rabat;

1971 The Need for Physical Education, (Baker, N.) Intern. Comm. Devel. Ed., Series B: Opinions, No. 9;

1972 Formes Adaptees de Sports Collectifs;

1972 Education Physique, Sport et Activités de Plein Air, (Bazennerye, R.) Intern. Comm. Devel. Ed., Series C: Innovations, No. 21;

1972 Le "Sport pour Tous";

1972 First Andean Regional Seminar on Physical Education and Recreation as Factors of Change, Conference Proceedings, Cali;

1973 Sports Facilities for Schools in Developing Countries, (Scriven, F.) Educ. Stud. and Docum., No. 8;

1973 Mass-media, Sport and International Understanding (rev.);

1973 International Seminar on African Sport and Physical Education, Conference Report, Lagos;

1974 Sports Adaptés aux Handicapés.

15. Furthermore, since 1965, Unesco has taken part in the awarding of the Fair-Play trophies, for which credit is due to the International Sporting Press Association (ISPA) and the International Council of Sport and Physical Education (ICSPE) which decided, in May 1963, to institute these trophies as a reward for athletes and teams whose attitude during a sporting event, or whose entire career, had been particularly representative of the ideal of sportsmanship as defined by Pierre de Coubertin. The Director-General of Unesco officiates at the ceremonial presentation of these trophies at Unesco House, in the presence of the International Committee for Fair Play, which selects the award winners.

16. These activities, which were conducted with very limited resources and could not have been successfully carried out without the invaluable assistance of the International Council of Sport and Physical Education, played a useful rôle in highlighting the importance of sport in the education of young people. Nevertheless, it soon became apparent - and this is the reason why the decision to convene this Conference was taken by the General Conference at its eighteenth session - that Unesco would have to extend its range of action in this field.

17. Firstly, Unesco's previous activities had given far from sufficient prominence to the rôle of physical education and sport at school, although the school continues to be an educational agent of prime importance.

18. Moreover, the problem of physical education and sport cannot be tackled effectively if it is isolated from its context and if no attention is paid to the great changes which, in a rapidly evolving world, have recently affected educational data. In the last two or three decades, educational systems have expanded to an extraordinary extent in order to meet an ever-growing demand. Radical reforms of

these systems have been put in hand, not only in the newly independent countries, but also in the industrialized countries. Very often, however, such reforms have come too late, or have not been sufficiently far-reaching, to avert what has been called the "educational crisis", foreseen by some observers before it was actually experienced by many countries in 1968. That crisis undoubtedly had the beneficial effect of spurring the international community of educators to think the whole complex of educational problems out afresh.

19. In Unesco's case, this concerted effort at reflection resulted, notably, in International Education Year, which afforded an opportunity for a very worthwhile analysis of the most important educational issues at both the national and the international levels. This was followed by the creation of an international commission of independent experts, the International Commission on the Development of Education, whose Report took stock of the existing situation and went on to open up new horizons in the future of education. One of its chief merits was, perhaps, to bring out the need for an overall re-examination of education in the light of new needs and of its new functions, and to elucidate the concept of global life-long education, available to all, which Unesco had been working for several years to promote.

20. The concept of life-long education has its origins in the distant past, and features in the works of a large number of philosophers and educators, but in its recent form it stems from the practice of adult education and from the ideas to which this has given rise; it is therefore bound up with the desire to meet the growing demand for education which is characteristic of our age and with a movement in favour of democratization which entails not only general access to education but also equality of opportunity, to be achieved through education which is adapted to the aspirations, characteristics and needs of the different age groups and the various socio-economic and occupational categories.

21. The "life-long education" approach is also associated with the fact, which has already been referred to, that as school systems, for obvious reasons of finance, cannot meet the whole of the demand for education, it is essential to deploy all the educational resources of society to this end.

22. In addition, one must consider that in a society dominated by the abundance and variety of communication media and messages, knowledge, values, attitudes and skills are increasingly being acquired and moulded outside school.

23. Moreover, just as education is not mediated solely by the scholastic institution, it is also not restricted in time to the period of full-time schooling but, on the contrary, extends over the entire span of human life and is thus, in temporal terms, a continuing process as well as being in social and spatial terms, a global process. The increase in the volume of knowledge and the increasingly rapid obsolescence of what is learnt make it impossible to restrict learning to the period of schooling, and compel the individual to supplement and renew his knowledge throughout his life, both as regards general education and as regards professional qualifications. This implies far-reaching changes in the goals and modalities of the educational process. Education ceases to be identified with a particular period of life which differs from subsequent phases, and is no longer even regarded as a preparation for life: education and life are intimately bound up with one another. Not only should education prepare each individual to face the range of responsibilities which will devolve upon him throughout life as an autonomous being, as a member of a family and of a community and as a citizen and a producer, but it should also be a unifying factor in his various successive experiences, and help him to view himself and find his bearings in terms of a changing

environment and - as a natural consequence of the democratic approach to society - to become involved in the process of change and in the economic and social progress of his community. The education of the "complete man", as outlined in the report of the International Commission on the Development of Education, is therefore a global education as well as a life-long education: its aim must be systematically to attain the ideal which, in fact, has always been that of educators and philosophers even though it has generally been betrayed in actual educational practice, the ideal of the harmonious and balanced education of the individual within the polis.

24. From this point of view, physical education and sport clearly have a more important rôle to play than was the case in educational systems which gave precedence to the cognitive aspects of educational content, the academic disciplines and the transmission of knowledge. If education should be a means of "learning to be" and "learning to live", then the individual's awareness of his body, the development of his physical potential and the delight of finding himself in harmony with a natural environment to which he is linked by his physical nature become essential educational experiences:

> "Today's cultural values happily incorporate a natural esteem for physical well-being: a renewed appreciation of the body as the primary source of vitality and physical harmony, aesthetic enjoyment, self-confidence, personal expression and emotional experience. Mastery of the body, of its powers and qualities, requires knowledge, training and exercise."(1)

25. Moreover, the kind of life-long education which is now gaining ever-wider recognition as an appropriate response to a need of our time is not content to offer opportunities for pursuing a complete course of study, but aims at the integration of the individual into the community to which he belongs. Sport, in all its many forms, is emerging as an exceptionally widespread and forceful social phenomenon, remarkably universal in its influence. It affects every individual either as participant in, or as spectator of, sporting events in the stadium or on the television screen. Its social, economic and even political implications are numerous and far-reaching.

26. Education should therefore prepare everyone not only for the practice of sport but also for a healthy understanding thereof, so that it may be a factor of well-being and individual self-fulfilment, helping to improve the quality of life, develop the national community and strengthen co-operation and mutual understanding among peoples, instead of serving selfish interests and being exploited for commercial purposes.

27. In the context of life-long education, the initial phase is of particular importance. Research in the fields of general and educational psychology has revealed the crucial rôle played in a child's education by the earliest years of his life, during which he forms his attitudes, acquires basic knowledge, absorbs values and lays the foundations of his physical and emotional development. It is therefore indispensable that physical education and sport should receive adequate attention during those years, and should be planned and organized on sound principles from the very beginning of the educational process, which means, in terms of the institutional framework, as soon as the child reaches the stage of pre-school education

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(1) E. Faure et al., Report of the International Commission on the Development of Education, Learning to Be, Paris, Unesco-Harrap, 1972, p. 156.

28. At the same time, the concept of life-long education tends to obliterate the frontiers between school and other types of learning. Consequently, all projects aiming to introduce children to physical education and sport and provide them with opportunities for practising them both in and out of school, should be closely co-ordinated.

29. Furthermore, since it is true in all countries that a certain percentage of children and young people who should be enrolled at school or university do not, in fact, have access to either, this percentage being very high in the least wealthy countries, a problem exists as regards ways of providing young people finding themselves in such a situation with facilities for physical education and sport. Having been deprived of the opportunity, early in life, to develop their bodies and physical capacities and acquire a taste for physical activity and bodily self-expression, they are in danger of lacking the motivations and skills which they will need for the practice of sports as adults.

30. The Secretariat is indeed aware of the difficulties of considering physical education and sports in the education of young people separately from the other aspects of sport activities. It thought, however, that physical education and sport during the initial phase of life raised problems of sufficient importance and scope to provide the theme of this Conference. It is therefore desirable that when the Conference proceeds, in accordance with the decision of the General Conference, to discuss the rôle of physical education and sport in the education of young people in the context of life-long education, it should give great attention to their rôle and place in school and university curricula, and also to the supplementary out-of-school opportunities for sports activities provided for young people attending schools and universities, but it should not overlook all those in the same age-group who have been unable to enter or remain at a school or university.

CHAPTER I

THE PRESENT SITUATION OF PHYSICAL EDUCATION AND SPORT PROGRAMMES IN THE EDUCATION OF YOUTH(1)

31. The purpose of this chapter is to describe succinctly major trends and highlights of the present situation in Member States of physical education and sport programmes in the education of youth. Given the limited number of replies to the Secretariat's questionnaire and the inherent difficulty of comparing very different national realities, and despite the comprehensive nature of the question, what follows should be viewed as a tentative and incomplete image. Conference participants are invited to deepen and broaden it.

32. With respective reference to physical education, school-related sport and out-of-school sport(2), this chapter attempts nevertheless to review the present situation along the following dimensions: aims and objectives; structure, organization and administration; curriculum and programmes; methods, personnel; professional preparation; facilities and equipment; research; and evaluation. Outstanding issues emerging from this review are summarized in a conclusion.

A. AIMS AND OBJECTIVES

33. With only one exception, responding countries indicate the existence of stated aims and objectives for physical education. Predictably, these focus heavily on the physical training of young people, ranging from the development of cardio-respiratory fitness and neuro-muscular co-ordination (Malaysia, Zambia) and the development of the physical potential (Ukraine) to the enhancement of bodily vigour and of endurance, strength and agility (Norway). The development of physical skills required for the practice of sports and mastery of more complex skills in later phases of life is also quoted, as well as the concern for correct and aesthetical physical pastimes (Ivory Coast, Kuwait, Zambia). Health and training in good health habits also feature prominently among the stated aims and objectives of physical education, being viewed primarily as individual attributes, but also (in some cases, at least) as necessary for public prophylaxis.

34. The contribution of physical education and sport to public health is linked by certain countries to its value in preparing the population for efficiency in productive work through promoting physical fitness and the development of certain bodily skills (Bulgaria). Physical education and sport are also said to provide "active relaxation" after work (German Democratic Republic).

A small minority of countries limit their stated aims and objectives to physical and health fields. The great majority, however, view physical education from a much broader perspective. Intellectual development /mental alertness, expression and creativeness (Israel, United Kingdom), knowledge and understanding of sports, knowledge and respect for the body (United Kingdom)/ appears in several responses to the questionnaire, as does cultural and emotional growth (enjoyment of the aesthetics of physical exercise, improved perception of the body, creation through movement).

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(1) Names of countries which appear in this chapter are given as selective illustrations although other countries could be mentioned in the same connexion.

(2) "School-related" activities, in this document, refer to those taking place under the sponsorship of formal education institutions from the pre-school through the post-graduate levels. "Out-of-school" activities are those not sponsored by formal educational institutions.

35. An overwhelming majority of respondents also attach great importance to physical education as a vehicle for transmitting social and moral values, attitudes and behaviour. Physical education, in these cases, aims to enhance qualities such as sportsmanlike conduct, responsibility to the community, teamwork and ability to co-operate, leadership, initiative, resourcefulness (Romania), courage, perseverence, tolerance and internationalism. In one case, understanding and co-operation between the sexes is an explicit objective; in another, a stated aim is the struggle against colonialism and for justice (Syria).

36. In many responses, physical education also has the specific goal of inculcating in young people the desire and the skills necessary for continued participation in sports, recreation (Ethiopia, Libya and Thailand) and other physical activities throughout adult life. Certain countries make a distinction between aims and objectives for the different levels of education.

37. On the whole, then, the trend is for stated aims and objectives to treat physical education in a balanced fashion. Its intended functions are not limited to narrowly physical domains, but encompass the intellect and the emotions as well. A number of countries remark, with Uruguay, that the aims and objectives of education are the same as those of the education system. Stress tends to be laid on the development of the learner not only as an individual, but also as a member of the broader community - local, national and international. The very existence of stated aims and objectives implies the transmission of knowledge, skills and behaviour judged positive according to pre-determined values; but the utility of physical education in promoting self-expression and spontaneity is also pointed to, in a few cases at least. In general, physical education is viewed as a means of contributing to the multifaceted, all-round and harmonious development of the human being.

38. Much the same may be said of the stated aims and objectives for school-related sport. Indeed, one respondent says that physical education and school-related sport aims and objectives are identical, and several replies to this question refer the Secretariat to earlier answers concerning the aims and objectives of physical education. Among respondents answering here, virtually all state aims and objectives for school-related sport that include physical, health-related, intellectual, cultural and social aspects, as well as the function of preparation for later, adult participation in sports and recreation.

39. Only two differences appear to exist between the aims for physical education, on one hand, and school-related sport, on the other. The first - and this is admittedly no more than an impression - is that, compared with physical education, school-related sport seems to place rather less stress on narrowly physical and health-oriented aims and objectives. This may be because such aims are more relevant to the directly educational and training functions of physical education, while sports - even when organized in the framework of an educational institution - are perhaps perceived as less directly educational and more as a preparation for sport in ordinary life. One response states as an objective of sport in the school the variety which it introduces in school life. The effect on the intellectual achievement of the pupil is also mentioned.

40. Secondly, unlike physical education, school-related sport's aims and objectives give some stress to preparation for and participation in competition. The inference may be drawn that in a limited number of cases, competition is a central - perhaps even the major - function of school-related sport.

41. Three trends emerge with some clarity from replies to the question concerning the aims and objectives of out-of-school sport. In the first place, several respondents indicate that in their countries little or no distinction is made between the aims and objectives of out-of-school sport, on one hand, and physical education and/or school-related sport, on the other. It may be that this approach is adopted where the same ministry or other administrative structure has responsibility for sport and physical education.

42. Thirdly, even where aims and objectives for out-of-school sport are stated separately, they tend to have similar characteristics to those just described for physical education and school-related sport. Thus, intellectual, cultural and social as well as physical and health-related aims and objectives appear, as does the intention to utilize out-of-school sport to stimulate and prepare young people for participation in sport and recreation throughout their adult lives. In one respect - the goal of preparation for and participation in sport competition - the aims and objectives of out-of-school sport resemble those of school-related sport more than those of physical education. In other ways, there is considerable similarity among all three.

B. STRUCTURE, ORGANIZATION AND ADMINISTRATION

43. Responsibility for designing and implementing programmes of physical education is vested, in all but a few countries that responded to the questionnaire, in the Ministry of Education. In such cases, authority for physical education is generally placed in the same department or service as youth affairs or in close structural proximity to the administrative subdivision responsible for youth. In the few countries where responsibility for physical education is not vested in the Ministry of Education, it is usually situated in another ministry which also deals with youth. Despite the organizational logic of placing physical education near youth affairs in the administrative structure, the actual amount and quality of mutual consultation and co-operation between authorities with respective responsibility for these two fields of action do not appear clearly in the replies.

44. A large majority of respondents report that central government bears the main responsibility for physical education. In a few cases, on the other hand, responsibility is decentralized, with provincial and even municipal organs of government (administrative and/or elective) shouldering a great part of the burden. In one case, the national government is said to have no responsibility at all for physical education. In general, decentralization is apparently interpreted as placing policy formulation and decision making nearer the citizenry and in closer contact with local conditions and realities; yet it may also mean that quality of programmes varies in function of the local availability of resources.

45. Even where ultimate responsibility is highly centralized, efforts are generally made to obtain advice and other forms of collaboration from competent sources outside the seat of authority. Some respondents indicate that co-operation exists with other ministries, e.g. in such spheres as health, social welfare (particularly regarding rehabilitation of the handicapped) and national defence. Moreover, numerous replies refer to the sometimes substantial co-operation of non-governmental organizations of various kinds in the conception and/or promotion and/or organization of physical education programmes. National sports councils and interdisciplinary (the German Gymnastics and Sport Federation in the German Democratic Republic, the National Council of Sport in Brazil) or single-discipline sports federations play an often important rôle in some countries. In the Soviet Union, main responsibility for the development and promotion, and administration of physical education and sport, including research, training, the production of equipment, the organization

of competitions, and international relations, is vested with the Committee for Physical Education and Sport attached to the Council of Ministers of USSR. Organizations not primarily concerned with physical education or sport, including trade unions, youth organizations and political movements also play an important rôle. In some cases, universities have autonomous athletics departments which are entrusted with certain organizational responsibilities in the field of physical education and sport.

46. All replies but one indicate that physical education is organized from primary school through the university level of formal education including vocational and teacher training as well as general education at the secondary level. No country indicates whether or not physical education is a part of such programmes of out-of-school (or non-formal) education as young adult courses, youth civic service brigades, literacy campaigns and peasant and worker training schemes.

47. With respect to financing, over two-thirds of respondents reported that the cost of physical education in state schools is defrayed largely or wholly by public funds. One reply stated a roughly half-and-half sharing of expenditure between central and local government budgets, but it is not clear how widespread this kind of arrangement may be. Also unclear are (a) the overall rate of growth of national expenditure on physical education (one reply did point to a 500% increase in government outlay on construction of facilities between 1970 and 1974), and (b) the place of physical education as a proportion of global educational spending (in one country it accounted for 18.8% of the central education budget in 1975, the second most favoured sector after teacher training).(1)

48. A small number of replies indicate that government funds are given for physical education organized by private schools, covering as much as 50% of the cost of such education when it is carried out according to government-approved guidelines.

49. In addition to government budgets, funds are forthcoming for physical education from a wide variety of sources. Although most physical education seems to be provided free of charge, fees - generally nominal - are charged in some countries. Trade unions and other non-governmental organizations contribute to physical education in a number of cases. Ad hoc local community support (e.g. for the construction of a sport ground or swimming pool) is also reported, as is the use of profits from football betting (Finland).

50. In certain countries, particularly those with highly centralized governments, the structure, organization and administration of school-related sport parallel those of physical education. Even there (and a fortiori elsewhere), however, some differences do appear. Generally, co-operation and co-ordination with the non-governmental sector seem rather stronger than is the case with physical education, involving in several instances special school sport federations or youth organizations with broad mandates in the actual preparation and/or implementation of activities.

51. The levels of participation are determined not only by age and class, but also (in the case of championship competition) according to requirements for meets at the level of school, municipality, province and nation. Emphasis on such extra-mural competitions may tend to be selective and favour those pupils with athletic

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(1) The budget mentioned here does not account for total governmental (let alone all) spending on education, since several institutions involved are not included; and the budget does not, for example, include teachers' salaries. Thus physical education's percentage of total spending is almost certainly much more modest.

ability, possibly to the relative disadvantage of the less talented in certain instances. Conversely, where extensive programmes of intramural school-related sports are available (particularly in primary and lower secondary schools) the overriding criterion is probably participation rather than skill.

52. One reply makes a distinction between compulsory intramural sports, in adult-supervised clubs, and voluntary extra-curricular activities that take place in school facilities but with a large degree of pupil self-management. Interestingly, fully 50% of lower secondary school pupils in that country are reported to take part in such voluntary extra-curricular sports, presumably in addition to their compulsory participation in club-centred activities. Self-management of voluntary sport activities of pupils of secondary and even primary school is practised in Yugoslavia. In certain universities of the United Kingdom and the United States, voluntary sport and self-management by students is practised.

53. On the whole, the question of championship versus mass participation seems to remain an issue of school-related sports that is all the farther from resolution since most respondents do not even formulate it as an issue. Only one government identifies it as a possible source of conflict, stating that national policy seeks to achieve a reasonable balance between the two approaches.

54. Unlike the situation regarding physical education, government financing of school-related sport does not seem overwhelming, with the exception of a few cases. Although still an important source of funds, central and local government contributions (e.g. in subsidies and grants to sport federations) seem to be balanced by a sometimes considerable degree of financing from other sources. Pupil participation fees are occasionally required; local fund raising helps underwrite school-level meets and other sports events; business firms contribute in some cases; admittance fees are charged in certain circumstances. One practice-deriving revenue from commercial television coverage of some school-related sports events, particularly at the university level, raises, however, the thorny issue of commercialism, effective though it may be in helping finance sport programmes.

55. With the exception of a few Third World countries, whose financial stringency is reflected in meagre sports infrastructure, organized out-of-school sport seems on the whole to be widespread and increasingly popular among young people. Respondents do not, however, indicate if and how governments have organized or assisted outreach programmes to offer disadvantaged youth at least minimal equipment and supervision for out-of-school sport. One answer to the Secretariat's questionnaire reports that in a recent year a nationwide average of no less than 19.6 major out-of-school sport events for youth took place in each municipality. In another country, fully 64% of junior class pupils take part in independent sport activities after school hours.

56. Beyond this overall impression, two quite different patterns seem to characterize the structure, organization and administration of out-of-school sport.

57. There are a small number of countries where central government plays an active and pervasive rôle in promoting and organizing out-of-school sport, with responsibility placed in the Ministry of Education, or often, where this is not the case, in a special ministry of youth and sport or in a special bureau of the Prime Minister's office. In these countries, out-of-school sport appears to have been systematically structured outside and parallel to the school, with special sport centres (or sport sections of youth centres), sport grounds, etc. These may be found within existing structures, such as factories and other enterprises, or in autonomous settings. More complex patterns of organization, however, can be observed in certain

countries, such as Bulgaria where a wide range of physical education and out-of-school sport combined with training is offered in order to promote mass participation of children and youth in sport with the main responsibility being exercised by the Ministry of Education, whereas activities with main emphasis on selection and training are under the responsibility of the Bulgarian Union of Physical Culture and Sport.

58. The second, more widespread pattern exhibits a sometimes great measure of decentralization. Even where the central government takes an interest in principle in out-of-school sport, a systematic national structure does not exist. Governments seem to have adopted something of a laissez faire policy, encouraging or at least allowing local authorities and/or non-governmental bodies to take the initiative. In some instances, at very least, local and/or non-governmental agencies have shown considerable energy and imagination in providing popular programmes and facilities for out-of-school sport, through such steps as creating community recreation departments, group excursion and vacation plans, etc. Such initiatives seem to be largely limited to industrialized countries and, even there, to be perhaps particularly characteristic of more affluent communities, although they do also exist in certain working class neighbourhoods.

59. One cannot but be struck by a paradox when examining provisions for co-ordination of efforts in the field of out-of-school sport. In countries where central governments bear primary responsibility, co-ordination is established horizontally (e.g. with national sports councils, sports federations and other non-governmental bodies) and vertically (e.g. with provincial and local government). In contrast, in countries where responsibility is decentralized through a plethora of organizations, agencies and programmes at one or another or all levels, with a consequent need for greater co-ordination, inter-agency exchanges and concertation seem generally rather weak. In one case, possibly exceptional in intensity, something of a divergence is reported with educational authorities and sports organizations being said to hold different views about the ultimate purpose of sports participation.

C. CURRICULUM AND PROGRAMMES

60. The number of hours devoted each week to physical education in primary schools in countries responding to the Secretariat's questionnaire ranges from one and one-half to eight, with an average of between two and three. Although the trend has been for primary-level physical education to consist mainly of exercises learned through imitation and repetition, a shift away from this approach is taking place in several countries. There, curriculum provides increasingly for the acquisition of various sport skills through a more active intellectual participation of pupils. It is hoped, under the new approach, to stimulate and enable pupils to practise sports more autonomously and earlier than was previously the case, thus motivating and equipping them to take part in sports throughout their adult lives.

61. At the secondary level, an overall average of some two hours is devoted to physical education each week, not including extra-curricular and other out-of-school sports. Here, also, two approaches appear to exist, if not often coexist. In some industrialized and many Third World countries the stress at the secondary level is on preparation for and participation in competition. Indeed, one Third World respondent points to school competition as a means of grooming future Olympic and other athletes of international calibre. In a number of industrialized countries, on the other hand, the trend is clearly away from emphasis on competition and towards a more recreational and leisure-oriented approach. For example, instruction is increasingly given in sports that can be practised by one, two or a small number of people, the assumption being (as was the case with the pattern of primary-level physical education mentioned above) that pupils who learn to practise a sport independently will want to continue doing so in adult life.

62. Relationships between physical education and other subjects in school curricula do not appear with force or clarity in responses to the questionnaire. It would seem, therefore, that aside from occasional links with art and dance (the latter generally limited to girls, as in Austria) physical education is little or not at all integrated into the curriculum. How, it may be asked, does this apparent isolation tally with the declared aim of most respondents to wield physical education as a tool of harmonious and all-round education.

63. Regarding participation, physical education is in most cases an obligatory subject from primary through secondary levels - mostly including technical and teacher training as well as the general stream. In contrast, physical education is not compulsory, according to several countries' replies, at the pre-school or university level. In certain cases, marks of some kind assessing pupils' performance in physical education are included in their academic records, and in one instance at least an unsatisfactory mark automatically prevents pupils in good health from being promoted from one level to the next of schooling. Perhaps the most widespread system of notation is a "pass" or a "fail". One reply specifies that pupils may receive extra marks for participating in activities above and beyond the minimum required course of physical education. A Third World respondent reports that although physical education is mandatory, lack of personnel has made it impossible to enforce this policy.

64. Most answers display the intention of providing girls and boys with equal opportunities for receiving physical education, although several indicate that local cultural traditions inhibit female participation. Some countries have opted for sexually segregated physical education; others seem to have fully or almost fully co-educational activities in this sphere; still others have a mixed formula under which the sexes are separated after a certain age or when taking part in certain kinds of sport.

65. In the field of school-related sport, a major issue many Member States are grappling with is to what degree sports and education should converge, even merge. Three patterns, reflecting the administrative solution adopted in the degree of educational content, appear in replies to the questionnaire.

66. In situations where school-related sport is administered by educational agencies, physical education and sport appear to form an integrated whole. Where school-related sport is administered autonomously, even with some supervision of the educational authorities, it seems to function independently of educational endeavours. Where sport, including most or all school sport, is administered by government agencies with uppermost concerns other than education (e.g. ministries of youth and sport), it seems that educational content is somewhat limited.

67. With the exception of boarding schools and other residential establishments, participation in school-related sport is for the most part optional. In some countries, there is a component of school-related sport which is compulsory; in addition, pupils may practise one or more sports on a voluntary basis. Although participation in school-related sports is occasionally open to non-pupils, it is generally limited to pupils enrolled at the institution where it takes place.

68. Awards and rewards of various kinds are used to stimulate interest, participation and achievement in school-related sport. These include the traditional bestowal of medals, cups, trophies and gifts such as books or sports equipment. Several countries mention the presentation of monetary rewards, but one respondent reports that sports agencies argue that this practice runs counter to the amateur status which should prevail in educational institutions.

69. Another incentive, used by certain universities to attract gifted athletes, is the granting of scholarships on the basis of sport achievements and aptitudes. Some university athletic departments employ tutors to ensure that scholarship athletes maintain the required minimum academic standards. The athletic scholarship practice has sometimes been criticized as contributing to create a championship mentality of an almost professional kind.

70. By and large, (e.g. in Spain) school-related sport seems to be organized in sexually segregated groups. It seems that male participants outnumber females by about a two-to-one ratio. These facts have sometimes been interpreted as meaning that segregated participation limits the possibility of equality of opportunity for girls and young women, reflecting the situation in society as a whole. In some countries, women's movements are demanding and obtaining widened access to sport, particularly in secondary and university education financed by State funds. A high tribunal of the United States of America recently ruled that women should receive an equitable share of public monies destined for sports programmes in schools and universities.

71. Because of an apparently widespread lack of definitions, not to mention policies, the programmes of out-of-school sport are diverse almost to the point of confusion. One reply specifies that no out-of-school sports exist. Another indicates that the government has no organizational responsibility in this field. Several make no distinction between school-related and out-of-school sports, or say they are identical.

72. Perhaps among reasons for the great diversity of approaches are the great variety of tastes, and the non-institutional nature, of participants that out-of-school sport programmes strive to cater to. A typical reply lists municipal level activities ranging from guided field trips, keep fit classes and conditioning gymnastics to competitive league sports.

73. Participants seem to join out-of-school sport programmes in one of three ways. First are the membership clubs or specialized sport groups, admittance to which seems selective, and whose main purpose is often structured participation in amateur competition. Second are the general sport groups. These organize simple competitions, and are open to a broad range of young people - one country reports participation in such groups by 60% of pupils and apprentices. Third are programmes organized for what one reply calls the "unattached", designed to provide all citizens with equitable facilities and opportunities for participation in some form or other of physical exercise and recreation.

D. METHODS

74. Replies to the Secretariat's questionnaire fall into roughly three categories concerning the teaching methods used in physical education. In a number of countries in the Third World, no methodology is reported and methods are said to vary from teacher to teacher. Respondents explain this situation variously by saying that no attention has been given to developing a specific pedagogy of physical education or by pointing to the advantages of an informal pupil-based approach that stimulates learners' sense of initiative.

75. Elsewhere, in at least one Third World as well as several industrialized countries, the usual school pedagogy is reported in use in physical education classes. One reply points out that as usual school pedagogy is evolving from a deductive to an inductive approach, physical education methods are following suit, although the shift is still controversial.

76. In contrast to the first two approaches, the socialist countries of Europe responding to the questionnaire report the existence of a specific and highly developed methodology for physical education. This methodology covers several fields (moral, intellectual and aesthetic education as well as education as preparation for working life), and strikes a number of balances which seem to take advantage of the special potential of physical education for psychomotor development (theory and practice, rational and sensory perception, observation and expression/activity). An attempt is also made to balance maximum individual development with a sense of collective responsibility. Several countries state or imply that methods used in physical education should promote creativeness and bodily self-expression.

77. The replies provide little information on methodologies used in school-related and out-of-school sport, most likely because the questionnaire did not specifically request such information. Data forwarded do, however, suggest that, in general, no special methods have been devised although several references are made to the trend toward self-organization among young people taking part in such activities, perhaps particularly those of a recreational nature. In contrast, it may be surmised that participation in school-related and out-of-school competitive sports is subjected to fairly directive training methods.

E. PERSONNEL

78. Although requirements for certification vary considerably, it would seem that on the whole instruction of physical education at the primary school level is the responsibility of the multipurpose classroom teacher. In some countries, primary school teachers who receive a certain amount of specialized training are entrusted with responsibility for physical education in an entire school. At the secondary level, there is near unanimity on the desirability of using specialized personnel to teach physical education. This dichotomy between the levels of certification may raise a problem of policy in this respect: while one can make a case on a pedagogical as well as on practical grounds for the primary school teachers teaching all subjects, one cannot but remark that the initial and early years of education, when physical education is entrusted to teachers with no specialized certification or little or no specific training, are ones of crucial importance for the future development of the child.

79. In most countries (Yugoslavia, Senegal, Algeria, Ivory Coast, the United States of America, the German Democratic Republic, Finland, Switzerland, the United Kingdom), the status of physical education teachers in terms of professional standing and remuneration seems on a par with staff having received similar academic preparation and attained similar seniority. Countries where physical education is considered of little importance and teacher status is low are the exception. In such countries, where salary differentials appear between physical education and other teachers, there are few opportunities for university-level training.

80. Replies concerning the use of para-professional staff and volunteers in physical education indicate that this practice is not at all widespread. One country did, however, note that it uses anybody who offers assistance in its educational programmes, including physical education, because it has not sufficient certified personnel. Even when sufficient teachers exist, and most often under their supervision, outstanding athletes or well-known sports figures are utilized in schools to arouse pupils' interest. A few respondents also say they train and use pupils with appropriate aptitudes as aides to physical education and sports instructors.

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(1) In some countries, instructors in academic disciplines, school administrators and segments of the student body seem not, however, to accord equal esteem to physical education staff and other teachers.

81. Information on teacher/pupil ratios in physical education is sketchy. From those questionnaire returns dealing with this topic it may be concluded that the class load per teacher at the primary school level ranges from 24 to 40 and at the secondary level from 35 to 50. The ratio of physical education teachers to total numbers of students ranges from 1:340 in an industrialized socialist country to 1:28,000 in a Third World nation. Not surprisingly, Third World respondents indicate that severe shortages of personnel hamper the development of physical education.

82. Instructional staff in school-related sports programmes have in the main responsibilities similar to those of physical education teachers. In addition to such specialists, educational institutions may employ coaches or similar personnel (Liberia, the United States of America). Where qualified personnel is insufficient, authorities call on educational staff of other disciplines who have shown an interest and an ability in sports, including teachers who have had at least minimal preparation in the area and coaching personnel who have received special training in seminars, workshops and the like. In addition to regularly employed personnel, school authorities at times utilize volunteer help to conduct programmes of school-related sport.

83. Professionally trained personnel are generally responsible for the organization, administration and overall supervision of out-of-school sports. Very often, however, responsibility for instruction and direct supervision is in the hands of volunteers recruited from a variety of sources, including the teaching profession, sports clubs and - not least - secondary and university student bodies. In the German Democratic Republic, the number of older pupils with instructor training (18,000) and other volunteers (students, parents, etc.: 7,000) outstrips the total professional cadre of graduate sport teachers (9,000) and junior school teachers with sport training, other teachers and after-school centre staff (13,000).

F. PROFESSIONAL PREPARATION

84. While there is near unanimity on the need for professional certification of physical education specialists, training meant to lead to certification varies from country to country. In some cases, it is part of related university studies; a student preparing a bachelor's degree in health, for example, may take courses appropriate to qualify simultaneously in physical education. Elsewhere, physical education training is offered at teacher-training colleges as part of normal teacher preparation. In still other instances, special physical education institutes are entrusted with preparation of professional staff. Two respondents offer specialized training by correspondence, one on condition that the student already be employed in sport-related work, and the other over a period 25% longer than that required of residential students.

85. Training lasts from one to four years. It seems that the longer the training, the broader the curriculum is likely to be, including subjects outside the sphere of physical education in the longer courses. The content of physical education training itself ranges from narrow focus to more comprehensive coverage. In one case it is limited to sports, exercises and the organization of competitions and meetings. The majority of respondents offer, in addition to these and similar subjects, grounding in medical and biological aspects of physical training. A small number of replies indicate that training also extends to the philosophy and/or sociology and history of sport and physical education.

86. Some Third World countries report that their personnel must receive all or part of professional training abroad, or that they depend on foreign personnel for the organization of physical education. While such exchanges offer opportunities for

fruitful international exchanges, they do also pose the problem of the adaptability of, for example, concepts and models of physical education current in affluent countries for Third World conditions.

87. Many countries provide opportunities for certified staff to participate in workshops, clinics, refresher courses, short courses, summer school, educational leave and other forms of continued training. Only a very few make participation in such training mandatory, however, and it is not clear to what extent there are systematic approaches to ongoing upgrading of personnel, linked to professional promotion.

88. In addition to regular physical education personnel with the training just described, school-related sports programmes employ coaches and similar technical staff. Although their training seems to vary considerably, the point is that they are required to have training which, in some cases at least, is longer than that of physical education specialists. Volunteers employed in school sports programmes also usually receive training of some kind or another. More often than not, it appears that training of volunteers is undertaken, in co-operation with educational institutions, by national sports associations or similar bodies.

89. Volunteer training takes the form of sport camps, clinics, seminars, short courses and the like and is designed to familiarize volunteers with rules and regulations of different sports, new techniques and new training procedures. These courses last up to 120 hours, but are intended to provide not professional qualifications but practical technical knowledge and skills.

90. Replies indicate that various kinds of in-service training are available to personnel reponsible for school-related sports. In addition to refresher courses in theory, one gets the impression that such training focuses on the practical problems arising in institutions and programmes where personnel are working.

91. Where certified professional personnel is used in out-of-school sport, their preparation usually parallels - or is identical to - that required for similar positions in educational institutions, and already described above. On the other hand, training of volunteer staff for out-of-school sports varies widely. While in some instances, particularly in the Third World, no training is given, other countries, particularly in Europe, have a highly structured system for training non-professionals.

92. On the whole, where training of volunteers for out-of-school sport exists, it tends to be carried out by sport federations and similar non-governmental groups. Such training is heavily weighted toward practical knowledge and skills in such areas as health, coaching techniques, and planning physical education (Romania). Some countries (Bulgaria) provide training for presidents of sports federations and clubs. Little attention seems to be given to pedagogy or teaching techniques such as group dynamics, animation or other methods that could be of use in non-competitive out-of-school sport and recreation programmes.

G. FACILITIES AND EQUIPMENT

93. Far and away the most striking conclusion emerging from an analysis of replies on this subject is the difference between Third World countries, on one hand, and industrialized countries, on the other. Virtually all Third World respondents report a severe lack of facilities and equipment. In Zambia before independence, only the "federal" schools were well endowed with sport and physical education infrastructure, whereas the "African" schools had poor facilities: the government is now

endeavouring to bridge this gap. Ghana says that the sum total of equipment at the average primary school is a football or two, and that only one secondary school and one university faculty have swimming pools. In Ethiopia, a good part of which is mountainous and often cold and rainy, all activities take place in the open air; not a single school has a gymnasium or swimming pool. The situation reported in Latin America and Asia is similar in kind if not degree.

94. In contrast, the situation in industrialized countries, if still deemed by respondents to require improvement. is clearly much more satisfactory. The trend there (e.g. Poland, Switzerland, Japan, Ukraine) seems to be toward expansion and diversification of facilities on the basis of an at least minimal material infrastructure that already exists.

95. The amount and diversity of facilities seems, on the whole, to vary in function of the level of education. New Zealand, reporting that 90% of primary schools but only 60% of secondary schools have access to a swimming pool is an almost unique exception, since generally secondary schools are better endowed than primary schools, and it seems that various kinds of post-secondary institutions have more complete ranges of facilities and equipment at their disposal.

96. In Yugoslavia 18.5% of primary schools have a gymnasium; the percentage for artistic secondary schools is 21.7%, for specialized workers' schools 49.6%, classical secondary schools 73.8% and teacher-training colleges 87.8%. 36.9% of primary schools have a playing field, while the percentages for the different types of secondary education just mentioned are respectively: 78%, 60.3%, 77.8% and 78%.

97. The difference between primary and secondary education (and the generally still better facilities and equipment at universities) may perhaps be explained by the greater attention given to sports, particularly team sports and competitive sports, at the post-primary levels.

98. Another point is the difference in approach to facilities and equipment between countries where responsibility for physical education (and education in general) is highly centralized and those where, because of a federal system or for other reasons, responsibility is decentralized. In the first instance, the trend is to use standard criteria and formulae for the construction of facilities and provision of equipment. One such country reports, for example, that by decree 1.5m^2 of covered sports space and 5m^2 of open air space are allocated to each university student, wherever he or she studies in the country.

99. On the other side, in decentralized systems school districts and other regional or (more often perhaps) local authorities are responsible for provision of facilities and equipment, sometimes with accountability to the local electorate but seldom to the central government. Disparities appear here, and result from the different degrees of wealth and interest in the communities concerned.

100. In many cases it is customary to arrange for utilization of other facilities when the school or district does not possess them. A number of countries have permanent arrangements with public or private agencies and such arrangements have become more commonplace with the expansion of curricula to include activities taking place away from school premises, e.g. camping, skiing, sailing and the like.

101. No respondent refers to provision of facilities and equipment for school-related sport in a fashion very much at variance with the situation just described regarding physical education. Where school infrastructure is appropriate, it is used for school-related sport as well as physical education. Where schools lack appropriate facilities for certain sports programmes (particularly where more sophisticated

facilities are required in disciplines such as sailing and boating, scuba diving, water-skiing, bowling, fencing, skiing, skating, marksmanship and horseback riding), they are hired or obtained in other ways outside school premises (Ireland), just as is done in the case of newer physical education curricula. The same practice is followed in competitive sports, where municipal and other public stadia, swimming pools and the like are used when school facilities are inappropriate.

102. A reverse movement seems to be the main characteristic of many countries' approach to the problem of facilities and equipment in out-of-school sport. Logically, out-of-school sport calls on facilities outside school premises. Co-operation of regional and national agencies, and often non-governmental agencies and factories and other enterprises, secures access to national parks, nature reserves, ski slopes, marinas and facilities of a similar nature (the German Democratic Republic, Finland, the United States of America).

103. A striking development of recent years in many countries is, however, the greater access of out-of-school sports programmes - often organized by sponsors whose primary concerns are not educational - to schools' material infrastructure. Earlier viewed as a locale reserved for formal education, schools in Third World and industrialized countries are increasingly regarded as suitable centres for many kinds of community activities, including out-of-school sport, recreation and other leisure activities in which adults as well as young people participate. This change opens an interesting perspective for life-long practice of physical education.

104. In fact, although most schools are still designed primarily as centres of formal education, in a few cases school architecture has been modified to take account of the new, open and community-oriented rôle with which schools are increasingly entrusted. One respondent reports that this shift is leading school authorities to request aid from municipal and other non-educational budgets for the construction and improvement of facilities to which the citizenry at large expects to have access.

H. RESEARCH

105. Research of interest to physical education and physical educators is virtually non-existent in Third World countries, judging by answers to the Secretariat's questionnaire (Indonesia, Mauritania, Malta, Argentina, Sudan), with the exception of certain university projects in the less disadvantaged countries (Brazil). In most cases, it appears to have been something of a latecomer in industrialized countries, despite the development there of physical education in the first half of the twentieth century.

106. Research in this area still only accounts for a small percentage of all education-related investigation in industrialized countries, due probably to the rather limited opportunities for physical educators to continue their studies to the doctoral and a fortiori post-doctoral levels. Despite these limitations, research in physical education has of late expanded - sometimes prodigiously - since the end of World War II. Allocations granted for research on physical education in Finland are reported to have increased seventeen-fold between 1950 and 1960, a further seven-fold between 1960 and 1970 and yet another three-fold between 1970 and 1975.

107. Specialists from the exact sciences and, of late, from the physical education profession itself have shown most interest in research about physical education. As a result, research topics have tended to be concentrated in disciplines such as medicine, physiology and organizational problems. Respondents report research in biomechanics, posture, physical aptitudes, safety of facilities and equipment, factors in achievement in competitive sport, sport medicine, schooling and safety of facilities

and equipment. Less attention has been given to subjects such as pupil attitudes toward physical education and the broader implications of physical education. In Mongolia, research is devoted to the preparation of suitable lessons in physical education.

One respondent does refer to a study carried out on leisure, recreation, sport and workers. On the whole, however, a rather low priority seems to have been given to determining to what extent the loftier intellectual, cultural and social aims of physical education (described at the beginning of this Chapter) are being achieved. In addition, one may wonder whether action-oriented research would not help rehabilitate certain games and sports which are traditional in Third World countries, but which have fallen by the wayside or which, at any rate, have no place in the physical education programmes of their schools. Much of current research is sponsored by national research councils or equivalent bodies responsible for the allocation of State funds. In other cases, research is financed from university budgets. In certain industrialized countries, documentation centres, professional associations and periodical publications act as channels for the dissemination of results of research, although more effort is probably required to bring information in this area to the attention of the wide potential audience of physical education teachers, policy-makers and administrators.

108. A number of international bodies have contributed greatly to the promotion of research - and dissemination of its results - in the field of physical education. Among these mention may be made of the International Federation of Sports Medicine, the International Association of the History of Sport, the International Association for the Anthropological Study of Play, the International Society of Sport Psychology, the Philosophic Society for the Study of Sport, the International Association of Sports Information and the Research Councils of the International Council for Sports and Physical Education, the International Council of Health, Physical Education and Recreation and the International Federation of Physical Education.

109. Much of what has just been said also applies to research in the fields of school-related sport and out-of-school sport. Judging by topics enumerated in replies to the questionnaire, research in these areas seems even more sharply focused on their medical/physiological and organizational aspects. One respondent lists 16 major government-supported research projects all of which are along these lines. To the (generally limited) extent that research on school-related and out-of-school sport is undertaken in other disciplines, it is on topics like the relationship between use of municipal recreation facilities and distance from users' homes, economics of sport, spectator attitudes and crowd control. Respondents make only very limited reference to research on pedagogical issues of school-related and out-of-school sport, or on questions concerning their broader intellectual, social and cultural functions.

I. EVALUATION

110. Assessment of pupil achievement in physical education varies from country to country, but - like achievement evaluation in other areas of education - generally has recourse to objective and subjective measurements. In the first category, one or more of the following methods seem fairly widespread: physical fitness tests, skill tests to measure acquisition of a given technique, tests of knowledge of rules of different sports, and attendance. Subjective assessment is used in areas such as team work, fair play and sportsmanship, and enthusiasm of participation (Cyprus).

111. A number of replies indicate that evaluation of physical education programmes is limited to assessment of individual pupils' achievement and/or that no global evaluation of programmes' overall effectiveness is undertaken. Other respondents state that programme evaluation is carried out primarily by quantitative methods, such as the collection of statistical data on pupil participation (Saudi Arabia) and the periodical establishment of national physiological profiles of the population, which are said to reflect the impact of physical education.

112. In a few countries, attention is given to qualitative evaluation of programmes. This is done by intensive examination of limited samples judged to be representative and by visits of inspectors and other supervisory personnel (Iraq). A few other replies report that students have been polled on physical education. In some instances the results of such polls have led to radical changes in programme content and requirements, generally resulting in a considerable increase in student participation. Students generally request that physical education be more relevant to their daily lives. As a result, emphasis has tended to shift from team sports to leisure-time or recreational activities that can be practised individually or by two people.

113. On the whole, however, it must be noted that quantitative and qualitative evaluation of physical education according to nationally accepted procedures and assessing programmes' impact on society as well as their internal workings, is quite rare. Equally rare, it seems, is the use of the conclusions of such evaluation in the reformulation of physical education policies and programmes. Of particular relevance in the context of this document is the widespread lack of longitudinal studies for determining how participation in physical education affects pupils' attitudes and behaviour toward sport activity in adult life.

114. Since participation in school-related and out-of-school sport is seldom compulsory, little seems to be done to assess pupil achievement in these areas. Evaluation of programmes' overall effectiveness and impact is scarce. Where it does exist, it tends to base its conclusions on gross quantitative indicators like percentages of young people reaching one or another recognized level of achievement and numbers of participants in sport festivals and similar events, e.g. mass cross-country skiing and running. In some cases, too, evaluation concerns itself with the amount and condition of available facilities and equipment.

115. Respondents offer only slim evidence that programmes of physical education, school-related sport and of out-of-school sport are in fact achieving the broad range of aims and objectives outlined at the beginning of this chapter - or indeed that responsible authorities are attempting to determine whether and how programmes are achieving those aims and objectives. The assumption that physical education and sport contribute to the intellectual, cultural and social development of man and society has evidently not been widely substantiated by evaluation in Member States that answered the Secretariat questionnaire. This assumption seems, then, to be based more on conventional wisdom (or speculative dogma) than on established facts.

116. The Conference may wish to review, in the light of the experience of their respective countries, some of the trends, innovations and achievements concerning policies, organization and administration, curricula and methods, personnel, facilities and equipment, research and evaluation concerning physical education and sport, as well as to clarify outstanding issues.

CHAPTER II

INCREASING THE ROLE OF PHYSICAL EDUCATION AND SPORT IN THE EDUCATION OF YOUTH IN THE CONTEXT OF LIFE-LONG EDUCATION

117. Examination of the available data regarding the present situation of physical education and sport has shown, as was to be expected, that, owing to differences in resources, structures, social traditions and educational policies, the organization and practice of physical education and sport vary quite understandably from one country to another. One cannot fail to be struck, however, by the very marked convergence of the points of view that seem to be in evidence as regards the objectives of physical education and sport. This convergence is in no way the result of mutual consultation, nor even of an effort to unify terminology and concepts, since the terms "physical education" and "sport" continue to be used not only in senses which vary from country to country, but also in different ways within each country because there is no perfectly clear and universally accepted national definition. This seemingly pragmatic convergence of points of view shows that in most countries a notable change has occurred which has led to physical education and sport being recognized as activities and occupations whose purpose is not solely to develop the body. They have a very wide spectrum of objectives which includes political and social goals and general as well as specific educational aims. The ends in view are the self-fulfilment of the individual together with the development and advancement of the community. Furthermore, physical education and sport are frequently considered in a context of change and approached not only as means of immediately acquiring specific abilities and skills at a particular time but also from the point of view of their long-term effects on the individual and the community. Physical education and sport are recognized both as integral parts of the educational system and as factors in economic and social development.

118. This body of ideas, which is reflected in the stated objectives of many Member States and in their official policies, shows that those responsible for physical education and sport have gone a long way towards adopting a view of the rôle of these disciplines which is very close to that implied by the concept of life-long education. There remains the problem, which arises, moreover, in respect of all aspects of any educational system, of the gap frequently evident between objectives and practice, as actually observed. Such a discrepancy often appears inevitable on account of the financial restrictions to which governments are subject and also of various problems relating not only to resources but also to factors of a social nature. Many parents, and some teachers, still regard physical education and sport as of secondary importance by comparison with the academic disciplines. Indeed, such constraints and opposition are very frankly admitted and emphasized in the Governments' replies to the questionnaire addressed to them by Unesco in preparation for the Conference. More specifically, where physical education and sport are concerned, the discrepancy observed between intentions and reality cannot, perhaps, be explained purely by the foregoing considerations. It may well be that, in some cases, objectives, though very clearly visualized and well formulated, have not been set out and developed in such a way as to form the sequences of operational concepts which would be their normal consequence. To be more precise, whereas the objectives assigned to physical education and sport appear to reflect a very broad view of physical development, linked to a wide spectrum of goals, functions and responsibilities which the child should be trained to assume in preparation for adult life, it would seem that, quite often, there is still some lack of co-ordination between physical education, sport at school and out-of-school sport. Such a situation is probably the result of an empirical process in the course of which activities undertaken successively and independently by different agents for

different purposes now appear to be juxtaposed rather than linked together to form an organic whole. The concept of life-long education, however, implies first of all the horizontal and vertical inter-connexion of the different school-related or out-of-school activities which are designed to provide training in a given field, at different periods in life, in different situations and for the benefit of different groups. To achieve the inter-connexion of these activities, it is essential to have a clear definition of the needs of each group and of the resulting objectives as well as an overall vision in the light of which these objectives and needs are perceived. In other words, it would seem, in a number of cases, that measures taken in regard to physical education and sport would gain in effectiveness, if they fitted into a plan bearing the stamp of conceptual continuity which sometimes appears to be lacking. Only conceptual continuity can provide the mainspring of co-ordination of efforts regarding management and organization, as also of co-operation between all who are concerned.

119. Since physical education and sport is seen to be an important component of any educational system, the right to education includes among other things the right to sport, as has been noted by certain governments, such as the Polish Government. A large number of countries accept and do in fact put into practice the idea of sport for all which is implied by this concept. This approach has been adopted by all the countries which consider that between physical education on the one hand, and competitive sport practised by an élite, on the other, there is room for sport practised not just by a minority but by the bulk of the population. This idea is behind the various activities organized by a number of countries, such as ski marathons like those of the Nordic countries and the Engadine Marathon in Switzerland, in which 9,500 skiers take part, the Soviet and Bulgarian Games and the "Olympia" multisports competitions in the Federal Republic of Germany, and is reflected in the law on the development of sport recently adopted in France, and the European Sport for All Charter adopted by the ministers of 21 countries in March 1975.

120. In the United States of America, the widespread practice of sport in institutions of higher education, to which about 53% of the population in the corresponding age-group (20-24 years) have access, comes very close to the ideal of sport for all. This ideal is not at all incompatible with the legitimate desire to train athletes for top-grade competition, and experience shows on the contrary that it is easier for an élite of first-class sportsmen to emerge when sport is practised by the many.

121. While it is clear from these various examples what objective should be set for physical education and sport for young people in the context of life-long education, namely, to encourage and prepare everyone to practise sport in adult life by ensuring that they are physically fit and by allowing them to increase the abilities and skills necessary for the practice of the different sports at the age when it is easier to learn, a number of problems remain which cannot be solved merely by extending opportunities for sport no matter how generously, to everyone desiring to engage in such activities.

122. First of all, a formidable problem arises in respect of children and young people having had little or no schooling, who are quite numerous in some of the richest countries but represent the vast majority of their age-group in some of the developing countries. It is self-evident that they will be at a disadvantage if they seek to practise sport later in life, both physiologically and as regards psychological attitudes to sport, if they have not benefited from the opportunities for physical education and sport provided by the schools.

123. Furthermore, it has sometimes been too readily assumed that suitable physical training and an early introduction to sport would, so to speak, automatically lead those who have benefited from them to practise sport throughout life. Admittedly,

these are highly favourable factors but none the less they are not the only conditions which have to be fulfilled. Other requirements have to be met as well.

124. In this connexion, it must first be said that greater attention should perhaps be given to determining which physical and sports activities should be regarded as compulsory, as optional or as voluntary, so as to define accordingly all the additional measures which form the basis of a complete programme in this field. Moreover, since the individual's free choice is the only admissible basis for the practice of sport in adult life, the training received in youth must give a feeling of satisfaction and fulfilment which alone will provide sufficient motivation for the adult practice of sport. In this connexion, a number of points seem to call for consideration.

125. The concept of sport is an ambiguous one inasmuch as, on the one hand, the sportsman strives to surpass himself, being dedicated to strenuous effort and competition, exerts his will-power and seeks to gain a victory over himself, over a difficult environment or over his opponent, and on the other, sport is proposed as a leisure activity, affording recreation and relaxation. It is true that the ludic nature of sport reconciles its two contrasting facets, since many sports activities felicitously combine recreation and play with opportunities for intensive training, record-breaking, and competition between individuals or teams, which contribute so much to the formative and ethical value of sport. This is the aspect which has usually attracted those who by virtue of their temperament and physical gifts are predisposed towards strenuous effort and seek to excel. If sport is to be practised by all, however, it is perhaps important that it should not be so conceived as to discourage or disqualify any child or young person whose physical abilities are not very great at the beginning, whose levels of performance are not very high and who might be disheartened by his initial failure to meet certain demands made on him by various games or sports activities. The concept of life-long education implies among other things that the less gifted are given a second chance instead of being ruthlessly weeded out. If we bear this in mind, it is clearly important that physical education and sport should allow everyone to practise sport according to their powers, gradually improving their skill, even if only slightly, and to find satisfaction in the process itself and in the limited progress achieved rather than in top-level performances which may be beyond their range.

126. In order to provide the necessary motivations for adults to practise the sports in which they were trained in their youth, it is desirable in the initial phase to present physical education and sport to the child in an attractive light. This may mean changing the traditional authoritarian relationship between teachers and pupils; but it may also mean, as is noted by some countries in their replies, that an attempt should be made to inculcate the basic elements of physical education and develop skills through the actual practice of games rather than through hard and fast instruction. It also seems essential, as in respect of other aspects of education, for physical education to be seen to be relevant and, more specifically, adapted to the cultural context of the country concerned. This presents a particularly important problem for many countries that have recently gained independence and where the practice of physical education and sport sometimes conforms entirely to models borrowed from the European countries, despite the wealth of their own traditions in the field of exercises, games and dances. To draw largely on these traditions would be to contribute, as in other spheres, to eliminating the traumatic effect produced by an education dispensed at school which is separated by a wide gulf from the living realities and cultural background of the country.

127. Another reason for laying emphasis on relevance is connected with the new rôle which falls to physical education and sport in a world profoundly affected by such phenomena as urbanization, industrialization, pollution and the steady

deterioration of natural living conditions. In order to promote and lay foundations for the widespread practice of sport, it is important to provide children, even in their infancy, with the information needed to understand the essential function that sport can perform in restoring the physical integrity of man, which is threatened or weakened by the conditions of contemporary life. Consequently, physical education and sport should not consist solely in activities aiming to develop the body and teach physical skills, but should also have a theoretical content calculated to convince everyone of the importance of the practice of sport as a factor contributing to self-fulfilment and the enhancement of the quality of life. The power of physical education and sport to create such awareness is an extension of the traditional function of sport as a generator of the qualities of energy, courage, a sense of responsibility and the ability to take decisions, but also of discipline, team-spirit, comradeship, loyalty and respect for others which make it an essential ingredient of a complete and balanced education. By developing in people a taste for exertion, it helps to prepare them for their working life, and in this respect it is also valuable because it lays the basis of physical fitness for the entire population. Approached in this way, sport in modern society will be able to play its full rôle in helping the individual to develop his full potentialities, find his place in society and become integrated into the natural environment. Similarly, it is indispensable that physical education and sport should communicate an image of sport and its ethics which will put children and young people on their guard against the dangers of an all too frequent commercialization to which they will be exposed both in so far as they are able to practise sport and as mere spectators. A clear awareness of the ultimate purposes of sport and the ideal which it seeks to serve should therefore be inculcated right from the beginning.

128. Lastly, sport, as is appreciated by many countries, is a powerful tool for forging the team spirit, helping to integrate the individual into society, and fostering the feeling of national identity enhanced by a legitimate pride in victories which reward concerted efforts and the costly sacrifices made by the national community. Here too it is important that the spirit in which sport is promoted, while recognizing the crucial rôle played by sport in reflecting the strivings of the nation and as a factor in national cohesion, should at the same time develop together with respect for the opponent, respect for all other men and a feeling of fraternity among the peoples that make up the international community, which sport should unite in peaceful competition instead of dividing them.

129. The Conference may wish to examine the implications of the concept of life-long education in so far as they have a bearing on the line of approach to certain problems which need to be solved in order to increase the rôle of physical education and sport in the education of youth, and which concern in particular the co-ordination to be achieved between physical education, sport at school and out-of-school sport and the inter-connexion of activities in this field, the conditions calculated to promote the widespread practice of sport, and the image of sport to be offered to young people.

CHAPTER III

STEPS TO BE TAKEN AND STRATEGIES TO BE ADOPTED AT THE NATIONAL LEVEL

130. The considerations set out in the foregoing pages, which seem, indeed, to have already guided many governments' policies and action, point to the conclusion that physical education and sport must be closely linked and form an integral part of educational curricula, and accordingly that they must receive their full share of attention in legislative measures relating to education, as also in educational planning. Furthermore, inasmuch as a number of the objectives of physical education and sport have a bearing on economic, social and cultural development as a whole, it is evident that the relevant projects to be included in the educational programme, considered as a sectoral component of overall planning, should be worked out in the context of a general national plan. Naturally, this presupposes co-operation among the various ministries concerned. When the major responsibilities, as is apparently nearly always the case, fall to the Ministry of Education, to the Ministry, Secretariat of State or Department of Youth and Sport, or to departments or services with a similar field of competence, it seems in particular, that there may be a need for a greater effort of co-ordination with the ministries responsible for public health, social affairs and culture, for example.

131. The question arises as to how to decide, taking into account, of course, the extreme diversity of national political and administrative structures, what procedures will enable the ministries' action to be supplemented by certain bodies with special responsibility for co-ordination in the field of physical education and sport. In many countries, there are national advisers or commissions with collective responsibility for co-ordination in matters of physical education and sport. In the USSR, for example, the Committee for Physical Education and Sport plays a rôle of this kind. As was suggested in the previous chapter, it is necessary to work out methods of co-ordination in the light of an overall vision of the function of physical education and sport, ensuing that such methods do justice to the educational value of sport, placing it on the same level as physical education.

132. A further question arises as to how the activities decided upon and supervised at governmental or federal level should be inter-connected with those conducted at provincial or local level or by private initiative. One of the points to be considered in this respect is how to encourage the numerous private schemes which are valuable components of such activity as a whole, so as to promote the widespread practice of sport, cater for the various categories of users of sports facilities and take advantage of the spontaneous motivation which is one of the outstanding characteristics of the practice of sport and the respect shown for the autonomy of private groups, while, at the same time, giving private efforts that financial support without which, in many cases, they would be obliged to cease their activities. The first group of problems therefore points to the need to take certain steps in regard to planning, management and co-ordination.

133. Where financing is concerned, the ambitions of many governments for physical education and sport at school undoubtedly call for a great financial effort and in many cases, the present effort should be increased: this seems to be the conclusion prompted by many of the replies to Unesco's questionnaire, which acknowledge inadequacies in equipment, sports field facilities and swimming pools, the lack of certain categories of personnel and the fact that, in some cases at least, the salaries of instructors and other categories of personnel responsible for physical education and sport are lower than those of teachers. Where this is so, a rise in

salaries seems desirable, together with whatever measures are calculated to ensure that instructors in charge of physical education enjoy the same status and prestige as other teachers when they hold equivalent qualifications. The problem is so obvious, so broad in its implications and at the same time so complex that there can be no question of dealing with it exhaustively at a conference of this kind; however, it might be advisable to tackle a number of related problems, such as the savings which might be made on certain items of expenditure for physical education and sport and the possibility of arranging for equipment, facilities and grounds belonging to schools or universities to be used by other groups as well, or, alternatively, for schoolchildren, students and other groups of young people to be given access to facilities or equipment belonging to authorities other than those responsible for their own institutions; more generally, the Conference might address itself to the problem of mobilizing the community's resources with a view to the optimum development of physical education and sport, under the most economic conditions and within the limits of the funds available.

134. As was suggested earlier in this document, a particularly acute problem with considerable financial implications arises in countries where many children and young people who have not attended school at all, or have done so only for a few years, should nevertheless receive the benefits of physical education and sport. In many countries, an effort seems to be needed to provide appropriate forms of physical education and sport for physically and mentally handicapped children and young people, as also for socially maladjusted young people. The arrangements made to this end could be designed, not only to meet the same demands of physical development and character training as in the case of the other groups, but also to serve preventive, corrective and curative purposes. This is just one aspect of the overall problem of the general utilization and mobilization of financial resources and their distribution.

135. The instructors in charge of physical education and sport and the various types of personnel required for these activities represent an essential component in a comprehensive system for the organization of physical education and sport, and the replies to the questionnaire show that, however great the efforts already made, a number of problems still exist in this field in many countries. In the first place, the problems are quantitative, since, in some cases, there is an unsatisfactory ratio between, on the one hand, the number of teachers, teaching assistants, instructors and coaches and, on the other hand, the number of pupils, students or other young people who benefit, or should benefit, from training. Then there is a qualitative problem, since, in some cases, certain categories of personnel seem to be almost entirely lacking and because it is not uncommon to find that the instructors in charge of physical education and sport at the pre-school and primary education level have received no special training in this field. However advantageous it may be to have a single teacher for all disciplines at this level, it is an open question whether specific training or the rudiments of a specialized training are not equally necessary for the personnel responsible for physical education and sport during the early years of a child's life and at the beginning of his school career. The replies received also seem to indicate that the training courses provided often fail to include the necessary instruction in certain disciplines (pedagogy, educational psychology, moral training, social issues, aesthetic education, history of sport, etc.) to enable teachers to perform their functions with a very wide view of the significance of their work, being fully aware of the manifold effects of physical education and the practice of sport on individual development and the life of the community. Although a wider training of this kind is likely to demand a bigger financial effort, it is probably feasible to make greater use of the various categories of voluntary personnel, at the cost of providing a minimum of training or retraining for them and for young teaching assistants selected from among senior

pupils or students, as has been done in various countries. Taking steps for the training and further training of staff and for the utilization of voluntary personnel is an important part of a strategy for physical education and sport.

136. Another group of questions which seem to arise is connected with the time allocated to school-related and out-of-school physical education and sport and with the way in which physical education and sports activities organized at school are inter-connected with those conducted out of school. The first of these questions is, of course, whether enough time is devoted to physical education and sport at each level. But perhaps one should also ask by what criteria the total time allotted is divided among the various physical and sports activities. In many cases, physical education and such sports activities as are run by the school are considered compulsory, while some other sports activities also organized by the school are optional and sports activities organized out of school, by other groups are nearly always considered optional. Is this necessarily the best criterion for the sharing of functions and obligations and what other criteria might be considered? Similar questions arise when it comes to determining how far physical education and sports activities should comply with the requirements of a uniform curriculum adopted at national level or at some other decision-making level responsible for curriculum development, or whether, on the contrary, they should be widely decentralized and adapted to particular circumstances. A number of countries state that, although standard objectives and curricula apply throughout the national territory, certain special activities reflect an awareness of the need to decentralize such activities and adapt them to local conditions. In point of fact, divergences from a national model sometimes seem to be dictated, not so much by a legitimate desire to comply with specific conditions, as by financial and material pressures or by obstacles and hesitations due to social or cultural considerations. Some of the measures needed for the development of physical education and sport have a bearing simultaneously on time-tables, the inter-connexion of activities, and responsibilities in respect of the planning and adapting of physical education and sports activities.

137. It would seem that the measures taken in some countries to promote the practice of sport for all could usefully be introduced everywhere in order to promote the widespread practice of sport among young people: for example, organizing mass contests or trials in one sport or a group of sports; awarding a certificate or prizes to individuals who attain a certain degree of skill or an average level of performance within the powers of the majority of people prepared to undergo a certain amount of training, such a system likewise being instituted for one or several sports.

138. Regarding programmes of studies and the content of physical education and sport, the first question to answer would seem to be whether the curricula conform as closely as they should, and as they already seem to do in a number of countries, to the requirements of a national interlinking of activities ensuring that they are non-repetitive, taking account of the child's age and helping him to advance, through the gradual development of his physical powers and the acquisition of basic skills, towards the later stages at which those powers and skills will be systematically exercised and improved by the practice of increasingly complex sport techniques. Another problem, connected with the previous one, and mentioned briefly above, stems from the fact that it is necessary in certain cases to adapt the content of physical education and sport to make them more attractive and thereby more likely to motivate children and young people to continue to practise sport in adult life. It is suggested that such a renovation of content might be guided by the following considerations, as is already the case in some countries. Firstly, physical education and sport should doubtless be practised in an interdisciplinary spirit, being

linked, for example, with dancing and music, as is common in physical education curricula for girls. What is more, pedagogical studies seem to show that the distinctions between cognitive, sensori-motor and affective contents, which were taken for granted until recently, are in fact artificial and arbitrary. On the contrary, physical education and sport exemplify disciplines which can contribute not only to the physical and sensori-motor development of children and young people, but also to intellectual development and character training, while at the same time increasing their sociability, enriching their aesthetic sense, inculcating an appreciation of nature and the environment, and improving their emotional equilibrium. This broader conception, which is compatible with the vision of a harmonious growth of the whole personality in the context of life-long education, should be mirrored in physical education and sport programmes, linking them with the ultimate goals of education and of culture in its widest sense. Secondly, in so far as physical education and sport are regarded as a preparation for life, it would seem that they should lay great emphasis on training the ability to cope with the practical problems continually encountered in everyday life. It is also thought that closer attention should be paid, in many cases, to the individualization of content and its adaptation to various groups, as also to the physical, geographical and cultural realities of the different countries. In this respect, it seems particularly important that in many newly-independent countries, where physical education curricula, like the list of sports practised, are virtual imitations of foreign models reflecting, more especially, a European image of sport, an effort should be made to think the problem of physical and sports activities out afresh in terms of those countries' own cultural frames of reference and drawing on traditional practices. Such an adjustment - the reinstatement, for example, of many traditional games and sports whose educational value should not be underestimated - would often avert the danger of a traumatic effect being produced by educational practices divorced from the real social, cultural and physical environment. This is one of the implications for physical education and sport of a general problem concerning the adaptation of content which is at present very much in the minds of educational authorities in a large number of countries. The steps to be taken to renew the content of physical education and sport in the context of an overall reform of the content of education in the light of its new goals are essential features of a strategy for the development of physical education and sport.

139. If physical education and sport are to help to develop skills and prepare children or young people for a life better adjusted to the world around them by stimulating their creativity, their capacity for discovering the universe and their own nature, their powers of bodily self-expression and their ingenuity in solving problems, then a new relationship between teachers and taught is called for, freeing them from didactic formalism and the mechanical application of rules so as to give more scope for active methods, participation by the child and the unfettered play of spontaneity. These considerations should, perhaps, be taken more fully into account in training courses for teachers, teaching assistants, group educators, instructors, coaches and various other categories of personnel participating in programmes of physical education and sport for young people. As suggested in a previous paragraph, such training should perhaps lay more emphasis on the theory of the rôle of physical education and sport, ensuring that the trainee's understanding thereof is based on a sound knowledge of the history of sport, educational psychology, sociology, aesthetics and the environmental sciences. Moreover, it should doubtless convey the information needed to gain an insight into the major problems of the contemporary world and certain social and economic processes. It is essential, as in all other educational fields, that the teacher should continue to play the decisive rôle falling to him in order to maintain education at a satisfactory qualitative level and steer it into the right channels. Only through a resolute effort to make physical education and sport instructors into educators, in the

fullest sense of the term, who are familiar with the problems of the world for which they must prepare the child, will it be possible for this form of education to contribute to the progress of the national community, to a better understanding of other men and other peoples, and to greater respect for their individualities. The steps to be taken with a view to rethinking the methods and training of personnel are clearly inseparable from those which aim to renew the content of education.

140. Among the measures to be taken to secure the maximum efficiency of physical education and sport, the development of research and evaluation seems to call for special attention. The majority of research projects already undertaken or currently being launched focus on the medical, biological and physiological aspects of sport. However important this area of the subject may be, it would appear to be advisable to fill in the wide gaps which still seem to exist in research work. Firstly, if physical education and sport for young people are regarded as laying the foundations for the continued practice of sport in later life, it is highly desirable that research be conducted into the motivations likely to promote this. Such research might form part of a broader research programme concerning the way in which physical education and sport influence physical and mental development and contribute to the formation of the personality. Research projects in this field should aim not only to observe the immediate impact of such activities at selected points but also to determine the long-term and deferred effects which take on so much importance in the context of life-long education. Research of this kind is necessary in order to provide the criteria for an evaluation of the effectiveness of physical education and sports programmes considered from this angle. Similarly, other research work might focus on the value of physical activity as a factor of health and as a component of general cultural and economic development. To a large extent, this research should be approached along interdisciplinary lines. It would thus be possible to evaluate the findings for the purpose of carrying out programmes of sports activities; such evaluation is at present conducted, as many governments admit, without reference to precise criteria and in the absence of appropriate tests. Generally speaking, research relating to physical education and sport should be so planned and organized as to help those responsible for these activities to take the relevant decisions.

141. Another type of research is necessary, especially in a number of countries which have only recently gained their independence. It consists of any investigations leading to a definition of the physical education and sports activities to be included in curricula and helping to determine the forms of sport to be practised according to the physical and climatic, but also social and cultural, conditions under which these activities are conducted, since both the very conception of sport which they imply, and the regulations governing the practice of sport, have often been formulated in other countries. In this connexion, research may be necessary in order to design facilities and equipment which will be both inexpensive and suited to local conditions.

142. The Conference may wish to examine a number of steps and strategies which are seen to be necessary or desirable in the context of life-long education in order to bring practices in respect of physical education and sport closer to the objectives formulated in the framework of national policies, bearing in mind the concept of life-long education with regard, for example, to the planning of physical education and sport, co-ordination, financing, time-tables and organization, renewal of content, methods and training, research and evaluation.

CHAPTER IV

INTERNATIONAL CO-OPERATION FOR THE PROMOTION OF PHYSICAL EDUCATION AND SPORT

143. Sport is pre-eminently an occasion for exchanges and has been so since ancient times. The regeneration of sport and its growing importance in international life coincides with the revival of the olympic tradition, looking back to a time when the Games drew immense crowds and provided an opportunity for a truce between cities at war in the Hellenic world. The modern Olympic Games bring together an unprecedented number of athletes, organizers, specialists and spectators, thanks to the efforts of the International Olympic Committee. They are watched on television by hundreds of millions of men and women in all the countries of the world. In addition, in recent years, it has become the custom in various regions to hold Games attended by athletes from the countries belonging to the region concerned: Second All-African Games, Lagos, January 1973, Twelfth Central American and Caribbean Games, Santo Domingo, February-March 1973, Seventh Asian Games, Teheran, April 1974, Jeux méditerranéens d'Alger, August 1975, to which may be added the Pan-American Games.

Sport, that "non-linguistic language" which allows men and women from all regions to meet each other on a basis of absolute equality in fair competition and in the service of a common ideal, illustrates perhaps better than any other human activity, and certainly more visibly, the fundamental unity of the human race. If it is thought of in this way and practised in compliance with the rules and principles that constitute its code of honour, sport can be an eminently effective instrument for the furtherance of international understanding and closer relations between peoples, and may thus contribute to the maintenance of peace. Accordingly, it should also prove to be particularly favourable ground for the growth of international co-operation, this being one of the essential conditions for its promotion throughout the world and its development in each country.

144. Fortunately, one of the prerequisites for systematic international co-operation already exists. It is encouraging to note the large number of non-governmental organizations which devote their energies to the different sports, to the promotion of particular aspects of sport or to the study of certain specific fields of sport or related areas of activity. It is appropriate here to pay a tribute once more to the International Council of Sport and Physical Education for the very considerable rôle it has played in this sphere. These organizations have done a great deal to promote the ideal of sport, the analysis of the problems raised by its development and the introduction of many activities designed to win recognition for the importance of sport and encourage the mass practice of sport. They offer the very great advantage that they bring together men and women motivated by their dedication to the same cause, who are often united by ties of comradeship and mutual respect forged by their long practice of sport. It is desirable that the rôle of non-governmental organizations should continue to increase in the service of physical education and sport, and Unesco is very conscious of the contribution that they make to its action in this field.

145. On the other hand, it seems, generally speaking, that collaboration between governments at different levels - multilateral co-operation, regional or sub-regional co-operation, bilateral co-operation - has so far been achieved only on a small scale. True, it is encouraging to note that a European Conference on Sport met in Vienna in 1973 and at Dresden in 1975 and that the Ministers of twenty-one countries belonging to the Council of Europe adopted a "European Sport for all Charter" in March 1975. Nevertheless, there is no denying that multilateral

co-operation programmes pay scant attention to physical education and sport. This may be the result of a tendency, very marked at the time when these programmes were first launched, to give priority to those fields of activity which have the most obvious implications for economic development.

146. It is significant that in projects implemented by Unesco with the financial assistance of the United Nations Development Programme, only one physical education expert is currently serving on the staff and that only a few requests have so far been received in this field under the Regular Programme. Inasmuch as Member States are convinced of the importance of physical education and sport as an essential component of the harmonious development of the personality and as a factor in social progress - and consequently as a basic element in educational systems, it might be advisable to consider changing this situation.

147. This is all the more essential because there is a great need for international co-operation, particularly in order to give physical education and sport their rightful place in the developing countries, thereby enabling those countries to turn to the best account their immense human resources and their own traditions with regard to physical activities and bodily self-expression, many of which are indeed of great value for the international community, and also in order to help them build up more comprehensive national educational systems. In this connexion, enormous problems have to be solved regarding sports facilities and equipment and the training of the different categories of personnel.

148. If it is agreed that physical education and sport are aspects of a culture and at the same time an expression thereof, their development must be an endogenous process. This is, without doubt, a particularly important problem for the developing countries where, as has already been noted, practices regarding physical education and sport have been borrowed from other countries and usually bear the stamp of the European tradition. While it is necessary, if the developing countries are to participate in international competitions, for the sports disciplines practised in the world as a whole to continue to be practised in all countries, it is just as desirable that the approach to physical education and sport and the range of sports practised should reflect the long-standing traditions in this field which exist in many countries. Nor is it any less essential to consider the different aspects of the practice of physical education and sport, as well as the question of facilities and grounds, in the light of the geographic and climatic conditions peculiar to those countries. This is one of the reasons why regional co-operation assumes so much importance for countries which have much in common owing to their geographical proximity and similar physical and human conditions.

149. Co-operation may be of a regional or sub-regional character, but, in accordance with the provisions of resolution 1963 (LIX) concerning technical co-operation among developing countries, adopted by the United Nations Economic and Social Council, it may also be established among developing countries, even if they belong to different regions, when their respective situations display a number of common features. Such co-operation could bear on the exchange of ideas in respect of policy and experiences, exchanges of personnel, the establishment of personnel training institutions to be used in common by several countries, the establishment of industries for the production of sports equipment, and the co-ordination of research.

150. At the level of multilateral co-operation, financial assistance might be necessary both to cover initial investment costs and to enable personnel exchanges and training activities to be undertaken so as to contribute to solving the problems outlined above. In this sphere, as in others, it is necessary to

consider the lines on which such co-operation should be approached to ensure that co-operation is understood to mean genuine exchange and is based on complete equality between partners, instead of being regarded as a form of assistance aiming at a transfer of models borrowed from the systems of certain countries. In the last analysis, co-operation should promote the endogenous development of solutions matching the needs of the countries concerned. For this reason, training personnel on the spot may give better results than training them in countries in other regions, which has long been the preferred system.

151. Generally speaking, it is essential for international co-operation in the field of physical education and sport to be directed in the main to improving the exchange of documentation and information on policies, achievements, experiences and innovations in this sphere, precisely because it is apparent that the development of physical education and sport calls for a completely new approach in the context of global, life-long and largely democratized education and contributes to the economic, social and cultural development of countries.

152. Unesco is known to attach great importance to this group of activities to which much of the programme of the International Bureau of Education is devoted, both as part of its general activities concerned with the diffusion of information and documentation and in connexion with the work of the International Education Reporting Service. In the same spirit, Unesco helped the Asian Member States to set up an Asian Centre of Educational Innovation for Development which assists research institutions in that region to harmonize their work and exchange information on their respective innovations, and is preparing to help governments in other regions to set up similar innovation networks. It would seem desirable that the activities thus undertaken should assign a more important place to the field of physical education and sport and that institutions of educational research and innovation at national, sub-regional or regional level should likewise pay more attention to this field in their activities, and should take part in a very wide movement to exchange ideas and data relating to physical education and sport.

153. The Conference may wish to examine ways of developing regional and international co-operation in the field of physical education and sport both as regards intergovernmental co-operation at multilateral, regional or sub-regional and bilateral levels, and as regards co-operation among non-governmental organizations and groups of specialists and research workers. It may wish to pay particular attention to problems of co-operation among developing countries and particularly among countries in the same region, and between developing countries and industrialized countries. The Conference may also wish to examine the different aspects of such co-operation: financial assistance, the exchange and training of personnel, the exchange of information and documentation on experiences, achievements, research and innovations, as well as the principles and procedures to be applied in order to increase the contribution made by physical education and sport to peace and mutual understanding among the nations.